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THE VOCATIONAL EDUCATION ACT OF 1963.

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THE VOCATIONAL EDUCATION ACT OF 1963 WAS ENACTED BY CONGRESS TO OFFER NEW AND EXPANDED VOCATIONAL EDUCATION PROGRAMS TO BRING JOB TRAINING INTO HARMONY WITH THE INDUSTRIAL, ECONOMIC, AND SOCIAL REALITIES OF TODAY AND THE NEEDS FOR TOMORROW. THE ACT IS COMPREHENSIVE. IT IS AVAILABLE TO AND CONCERNED ABOUT UNEMPLOYED AND EMPLOYED WORKERS OF ALL AGES AT ALL LEVELS FOR ALL FIELDS IN BOTH RURAL AND URBAN AREAS. THE ACT REQUIRES EACH STATE AND COMMUNITY TO PLAN FLEXIBLE VOCATIONAL EDUCATION PROGRAMS WHICH ARE COMPATIBLE WITH CHANGES OCCURRING IN THE ECONOMY AND THE WORLD OF WORK. IT CANNOT BECOME OBSOLETE--THE MACHINERY FOR KEEPING IT FLEXIBLE AND UP TO DATE IS BUILT INTO IT. IT IS CONCERNED WITH QUALITY EDUCATION. BY THE AMENDMENTS IT MAKES IN THE EARLIER ACTS, IT COORDINATES THE NEW AND OLD INTO PARTS OF A WHOLE. STATE RIGHTS TO CONTROL THEIR OWN EDUCATIONAL SYSTEMS ARE RESPECTED. THE ACT GIVES AUTHORITY FOR APPROPRIATIONS FOR (1) A PERMANENT PROGRAM COVERING VOCATIONAL EDUCATION FOR PERSONS IN FOUR CATEGORIES, CONSTRUCTION OF AREA FACILITIES, ANCILLARY SERVICES AND FACILITIES, AND RESEARCH AND TRAINING PROGRAMS, AND (2) TWO 4-YEAR PROGRAMS INCLUDING WORK-STUDY PROGRAMS AND RESIDENTIAL VOCATIONAL EDUCATION SCHOOLS. OTHER SUBJECTS DISCUSSED ARE PAYMENTS TO THE STATES, STATE PLANS, LABOR STANDARDS, NATIONAL ADVISORY BODIES, AND ACTS OF CONGRESS AFFECTING VOCATIONAL EDUCATION. THIS DOCUMENT IS AVAILABLE AS FS5.280--80034 FROM SUPERINTENDENT OF DOCUMENTS, U.S. GOVERNMENT PRINTING OFFICE, WASHINGTON, D.C. 20402. (WB)

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U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
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The Vocational Education Act of 1963

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE • Anthony J. Celebrezze, *Secretary*
OFFICE OF EDUCATION • Francis Keppel, *Commissioner*

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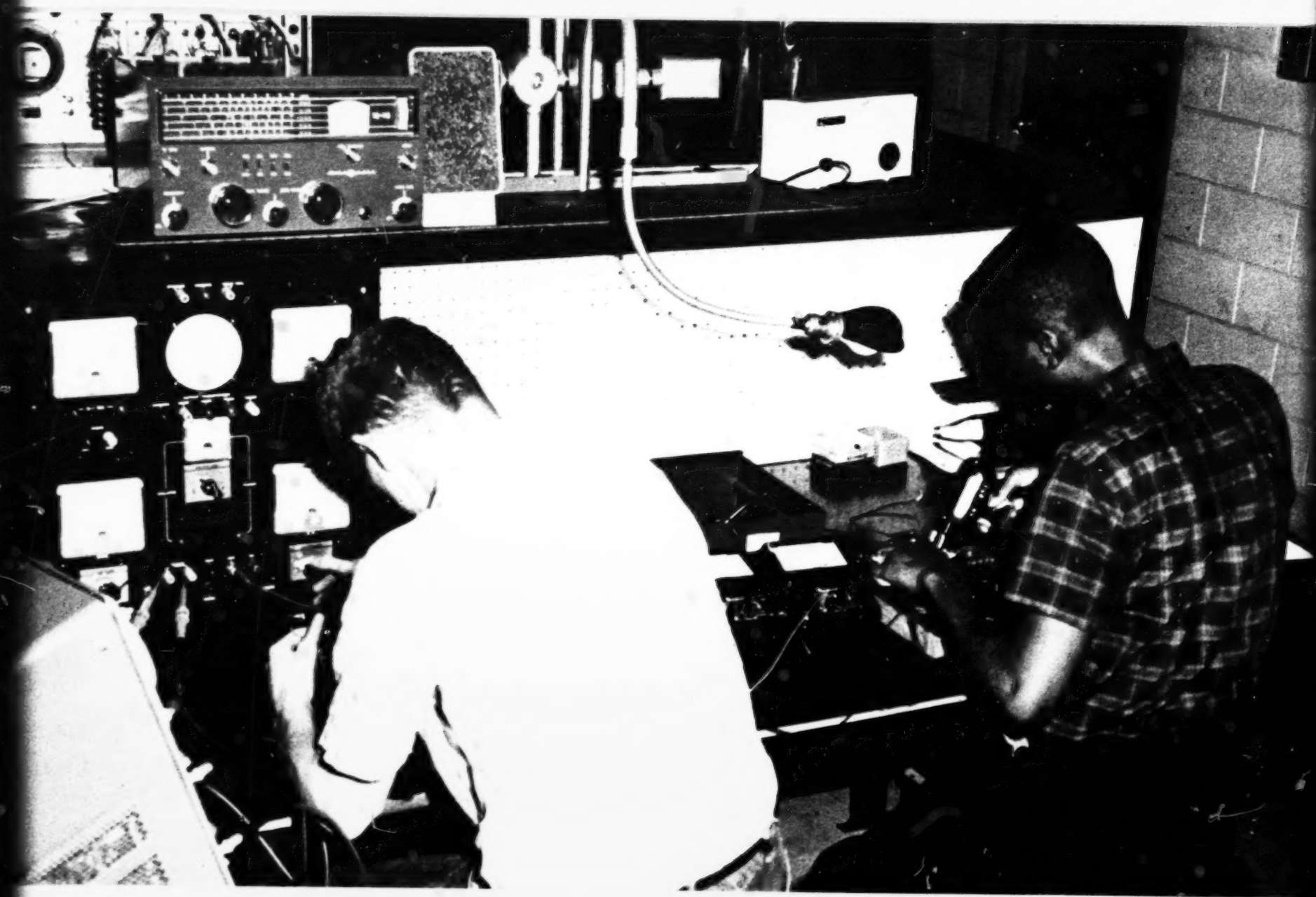
THE VOCATIONAL EDUCATION ACT of 1963 was passed because of the accumulating evidence that the old Federal program of assistance to vocational education—the one begun by the Smith-Hughes Act in 1917 and augmented and supplemented over the years by other acts of Congress—was not broad enough, or flexible enough, or rich enough, to meet the needs of today, much less the needs of tomorrow.

Reprinted, in slightly abbreviated form and with minor revisions following the publication of the regulations, from *School Life*, March–April 1964.



Background

WHAT DID THE OLD PROGRAM LACK? A panel of consultants named by the Secretary of Health, Education, and Welfare at the request of President Kennedy in 1961, which spent months collecting and studying the evidence of the Nation's needs in vocational education and the shortcomings of the existing program, faced facts like these:

★ The demand for workers in the service industries is expected to rise rapidly in the 1960's, but the old vocational education acts—George-Barden and Smith-Hughes—have given the States little in the way of either funds or encouragement to train such workers. For example, of all the States which in 1961–62 were using Federal funds to help support vocational courses in high schools—

Only nine were offering training for office-machine repairmen
Only six, for appliance repairmen
Only six, for workers in the heating and ventilating business
Only four, for dental technicians
Only three, for automobile upholsterers
Only three, for hospital aides
Only two, for nurses' aides
And only one was offering training for business-machine repairmen.

★ Because most vocational education is expensive to provide, many schools have been unable to offer any vocational courses at all. For example, a survey in 1962 of 3,733 public high schools in 6 States—Alabama, Georgia, Iowa, Nebraska, Ohio, and Pennsylvania—showed that only 5 percent were offering federally reimbursed courses in distributive vocations and only 9 percent in trade and industrial vocations, but 47 percent in homemaking and 45 percent in agriculture. The smaller the community, the less likely it was, generally, to offer its children opportunities to prepare themselves for work in the trades, in industry, or in the distributive occupations; yet many of the children in small communities will eventually want to enter such work and will in all probability move to a city to find it. The percentages of high schools in the survey that were offering federally supported training in each of four categories were as follows, by size of community:

	Population under 2,500	2,500 to 30,000	Over 30,000
	Percent	*Percent*	*Percent*
Trades and industry	2	14	31
Homemaking	42	56	39
Agriculture	49	50	16
Distributive occupations	0	5	27

★ Even the largest cities, which probably have the greatest need for vocational education, have not been able to make this kind of education available to all who need it. Of the 637,923 boys and girls who in 1961–62 were enrolled in grades 10–12 in the 14 largest cities (Baltimore, Boston, Buffalo, Chicago, Cleveland, Detroit, Houston, Los Angeles, Milwaukee, New York, Philadelphia, Pittsburgh, St. Louis, and Washington) only 115,575 were in federally reimbursed vocational courses. Not even 1 in 5 was being prepared to enter the labor market, despite the incontrovertible evidence that such preparation means a great deal to the high school graduate: a 1959 survey of recent high school graduates in 13 northeastern States found that unemployment among the graduates who had been prepared for trade and industrial work was only 5 percent compared with 15 percent among other high school graduates.

★ Business organizations are continuing their trend toward bigness and complexity, and all types of enterprises are keeping more and more records; yet neither of the

two basic vocational education acts—Smith-Hughes and George-Barden—provides any training for officeworkers.

★ From 700,000 to 800,000 young people between the ages of 16 and 21 are completely at loose ends; they are neither in school nor at work. Some of them have no fixed address; they live in the streets. They contribute nothing to the economy either as taxpayers or consumers. They do not have the money it takes just to stay in school. But no agency has had the means for working out substantial arrangements by which it could give financial assistance to members of this group.

★ Each year of the 1960's will bring a larger number of young people than ever before to the end of their 18th year—the age of going to work, the age of going to college. In 1965 as many as 3.8 million will reach this age—50 percent more than in 1960. Of every 10 of these, only 2 will finish 4 years of college; the others, both those who graduate from high school and those who drop out before they graduate, are the ones who will have particular need for some form of vocational education.

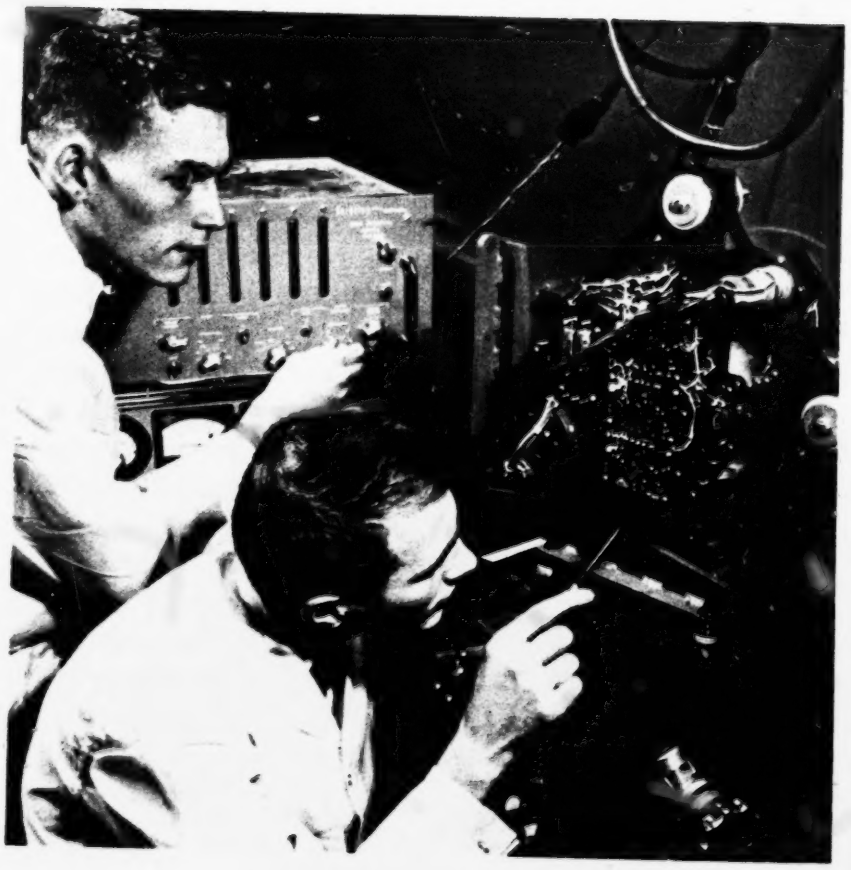
All of these young people face a world that is fast losing patience with ignorance and lack of skill and has fewer and fewer jobs to give to the unskilled. Between 1960 and 1970, the Department of Labor estimates, 26 million young people without baccalaureate degrees will enter the labor force; all of them, as the years pass, will need additional training and retraining to develop their skills and keep them up to date. But to give such training to this one group alone would probably take nearly as much money as is now being expended under all of the old programs together. The $57 million in Federal funds expended under Smith-Hughes and George-Barden in 1963, for instance, if spent entirely on the 26 million young persons now coming into the labor force, would not amount to even $2.50 for each of them—a figure which points up the complete inadequacy of the funds under the old programs for meeting the needs of the future.

★ Workers who are now middle-aged and older will need to update their skills from time to time as technological developments alter their jobs. By 1970 more than 33 million men and women 45 years old and older will be in the labor force—5.5 million more than in 1960. The old vocational programs have not had either the funds or the facilities or the instructional staff to take on this monumental responsibility.

★ One of the fastest growing segments of the labor

force is the one composed of technicians and semiprofessional workers—those who will require 1 to 3 years of postsecondary education. But the funds available under the old programs cannot be stretched to train all the technicians and other highly skilled workers the economy needs.

★ Vocational education programs, like all other educational programs, should emphasize quality; time and money should be spent on a search for more effective and more efficient ways of helping people acquire occupational skills. But the acts that established the old vocational programs, though they called for research, did not give it specific financial encouragement.



The Act

EACH OF THESE PROBLEMS, as well as others equally disturbing, is attacked directly in the Vocational Education Act of 1963. The act is comprehensive: it shuts out no group, no occupation, except those generally considered professional or as requiring a baccalaureate or higher degree. It is concerned about workers of all ages at all levels for all fields; about persons in sparsely settled areas as well as the urban; about delinquent young people as well as the most industrious; about the employed as well as the unemployed and the underemployed.

And in its provisions for making vocational training and retraining accessible to all persons, the act is not only idealistic but realistic; it requires each State and each community to plan its vocational education programs with an eye always on the changes taking place in the economy and the world of work. The Vocational Education Act of 1963 cannot become obsolete: the machinery for keeping it flexible and up to date is built into it.

The act is also concerned with quality of education—with wise choices by the students, with the training of teachers, with the supply of materials and equipment, with research on problems and a search for solutions—

and among its provisions are several that should help bring excellence into all programs of vocational education.

The new act does not terminate any of the vocational education programs already in existence. But it does affect them. By the amendments it makes in the earlier acts, it meshes the new program with the old programs, so that all become coordinate parts of a whole.

Unlike the earlier acts, the new act is concerned more with groups of people and their particular educational needs than with the categories of vocations they will prepare for. In fact it mentions occupational categories only twice: once in the definition of "vocational education," to point out that education for business and office occupations is indeed included; and later, in sections amending the George-Barden and Smith-Hughes Acts, to specify the changes that will be made under each of the categories there. The Congress has left to each State the matter of deciding what occupations the schools will educate for.

In writing the act the Congress has scrupulously respected the rights of the States to control their educational systems. Its only purpose has been to assist the States in strengthening, improving, and expanding their existing programs of vocational education; in developing new ones; and in providing part-time employment for young persons who need to earn money if they are to continue their vocational education on a full-time basis.

The Vocational Education Act of 1963 gives authority for two different appropriations. First it authorizes a permanent program (in addition to the permanent programs authorized in the Smith-Hughes and George-Barden Acts); second it authorizes funds for two 4-year programs.* The amounts of these authorizations are in the box on page 9.

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*The act does not use the terms "permanent program" and "4-year programs" to distinguish between the purposes of the two sets of authorizations. But these terms seem to us convenient and descriptive, and we use them throughout this exposition. We use the term "permanent program" to identify the purposes for which authorizations are made in sec. 2 of the act; the term "4-year programs" to identify the programs described in secs. 13 and 14 for which funds are authorized in sec. 15.

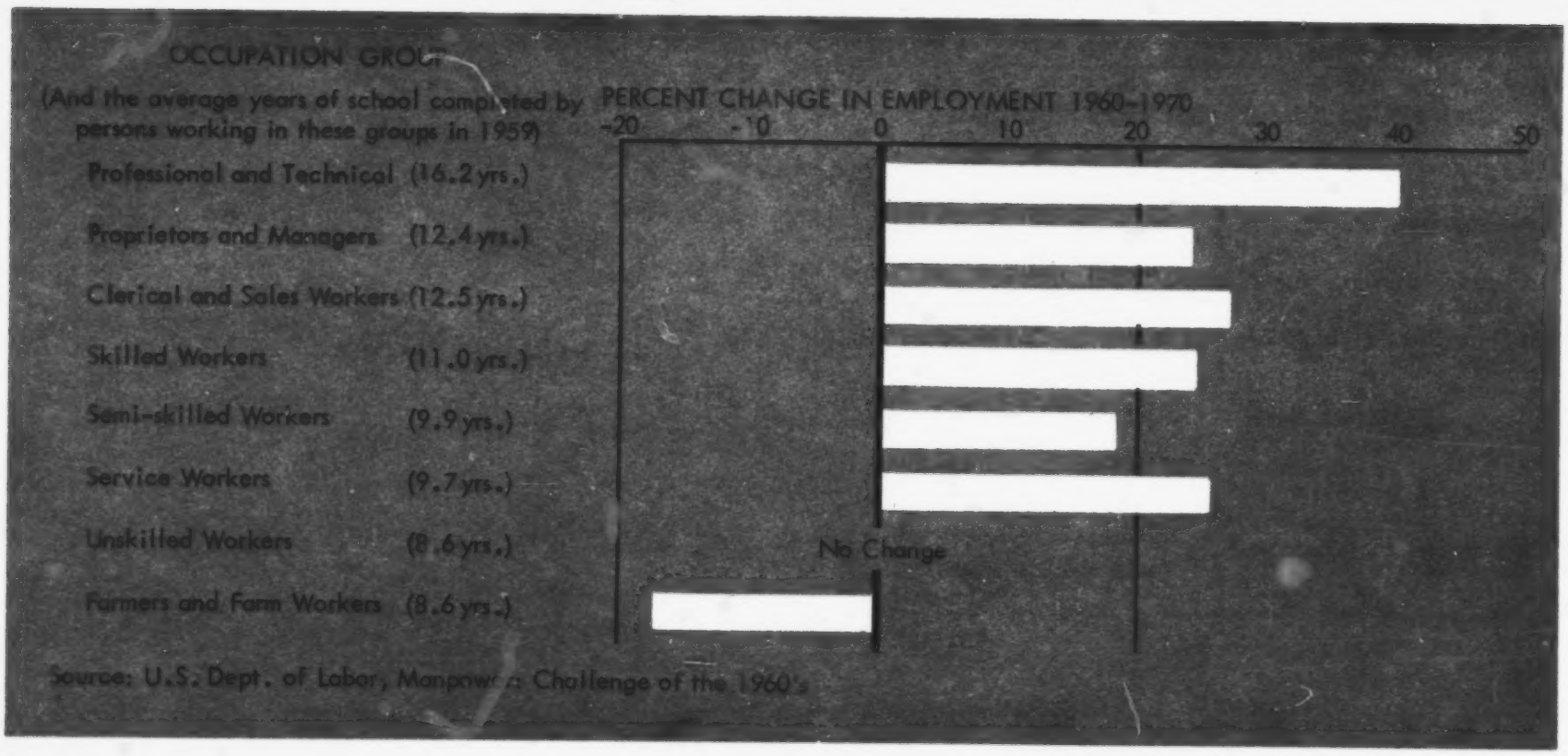
PERMANENT AUTHORIZATION

Vocational education for persons in 4 categories Construction of "area facilities" Ancillary services and facilities Research and training programs	1963–64	$60.0 million
	1964–65	$118.5 million
	1965–66	$177.5 million
	1966–67 and each fiscal year thereafter	$225.0 million

FOUR-YEAR AUTHORIZATION

Work-study programs for vocational education students Residential vocational education schools	1964–65	$30 million
	1965–66	$50 million
	1966–67	$35 million
	1967–68	$35 million

The biggest increases in employment during this decade are taking place in the occupations that require the most education and training.



Source: U.S. Dept. of Labor, Manpower: Challenge of the 1960's

The Permanent Program

Vocational Education—What the Act Means by It

Vocational education is broadly defined in the act. It includes any vocational training or retraining (along with incidental field and laboratory work) which is—

> **—given in schools or classes under public supervision and control, or under contract with a State board of vocational education or a local education agency, and**
> **—conducted as part of a program to fit persons for gainful employment. This program may be any one of those programs which under earlier vocational education acts is eligible for Federal assistance. And the term "gainful employment" is not limited to any level in any field; it means employment as either a semiskilled or a skilled worker, or as a technician, in a recognized occupation.**

But the term cannot be stretched to include education for a profession.

It does not include instruction designed to fit individuals for employment in recognized occupations which are generally considered to be professional or as requiring a baccalaureate or higher degree. The following examples of such specifically excluded occupations have been tentatively listed in the regulations: accountants and auditors; actors and actresses; architects, artists, and sculptors; professional athletes; authors, editors, and reporters; clergymen; professional engineers; lawyers; librarians, archivists, and curators; life scientists, including agronomists, biologists, and psychologists; mathematicians; medical and health professions, including physicians, surgeons, dentists, osteopaths, veterinarians, pharmacists, and professional nurses; musicians; physicial scientists, including chemists, physicists, and astronomers; social and welfare worker; social scientists, including economists, historians, political scientists, and sociologists; teachers and other educators. But it is not intended to exclude from vocational instruction those semi-professional, technical, or other occupations which are related to those listed but which do not themselves require a baccalaureate degree.

The term does, however, include the following:

> **Vocational guidance and counseling given in connection with vocational training.**
>
> **Instruction that in itself is not vocational education but may be needed to correct educational deficiencies or handicaps that prevent the student from benefiting from vocational education. Such instruction must be provided in courses which are an inte-**

gral part of the vocational education program in which the student is enrolled.

The training of persons engaged as vocational education teachers, teacher-trainers, supervisors, and directors of such training—and of persons preparing to become vocational education teachers, etc.

Travel of students and of persons engaged in vocational education.

The acquisition, maintenance, and repair of instructional supplies, teaching aids, and equipment.

The term "vocational education" may not be interpreted to mean the construction of buildings, initial equipment of buildings, or the acquiring or renting of land. (Although these are excluded from the definition of vocational education, they are not entirely excluded from the act. See the paragraph on area vocational educational schools.)

The Four Categories of Eligible Persons

The four categories of persons named as eligible to receive vocational education in programs established under the permanent authorization are these:

1. Persons attending high school.
2. Persons who have completed or left high school but are free to study full time in preparing for a job.
3. Persons who have already entered the labor market but need training or retraining, either to hold their jobs or to get ahead, but not persons already receiving training allowances under the Manpower Development and Training Act of 1962, the Area Redevelopment Act, or the Trade Expansion Act of 1962.
4. Persons who have handicaps—academic, socioeconomic, or other—that prevent them from succeeding in the regular vocational education program.

Construction of Area Schools

The idea of vocational education programs designed to serve an *area* of a State rather than a single community found expression 6 years ago, in the National Defense Education Act. The purpose then was to train highly skilled technicians for fields necessary for the national defense; but the Vocational Education Act of 1963 specifies area schools with a larger purpose—to provide vocational education in the broad sense in which the act defines it.

What the new act does is to provide funds for the *construction* of area schools—something that NDEA did not do.

In defining an area school, the act describes four types. If the school is type A, B, or C, the act says, it must, to be supported with Federal funds, be "used exclusively or principally to give vocational education to persons available for full-time study in preparing to enter the labor market." If it is type C or D, it must admit as regular students both persons who have completed high school and persons who have dropped out of high school. All area schools, no matter what their type, must be available to all residents of the State or of an area of the State designated by the State board of vocational education. The four types are these:

A. A specialized high school.
B. A department of a high school providing education in no less than five different occupational fields.
C. A technical or vocational school.
D. A department or division of a junior college or community college or university which provides vocational education in no less than five different occupational fields, under the supervision of the State board, leading to immediate employment but not leading to a baccalaureate degree.

In authorizing Federal funds for construction of area school facilities, the act means that the funds can be used to construct new buildings; to expand, remodel, and alter old buildings; to grade and improve sites; and to pay architect's fees. The term "school facilities" is defined to mean not only classrooms and "related facilities" but also the initial equipment and the interests in land on which the facilities are constructed. It does not include, however, any facility intended primarily for events to which the public will be charged admission.

Ancillary Services and Activities

The act contains a number of provisions to encourage constant improvement of vocational education programs. One of the most significant is the provision that States may use part of their allotments under the permanent program for "ancillary services and activities." To explain what it means by the phrase, the act lists a number of examples:

Training and supervision of teachers.
Supervision and evaluation of programs.
Experimental and demonstration programs.

Development of instructional materials.
Improvement of State administration, supervision, and leadership.

Distribution of Funds Within Each State

The act does not leave it entirely to each State to decide how much of its allotment under the permanent program it will use for each of the three parts of the program—for vocational education, for construction of area schools, and for ancillary services and activities. The act requires the State to use certain percentages for the purposes indicated below though any State wishing to use smaller percentages may apply to the U.S. Commissioner of Education for permission to do so. He, if he determines that a smaller percentage will be adequate in that State, will permit the State to use it. The percentages specified in the act are these:

★ At least 33⅓ percent up through fiscal year 1968 and at least 25 percent thereafter for one or both of these purposes:

(1) Vocational education for the second of the four categories of eligible persons—that is, for persons who have either graduated from high school or dropped out before graduation and are free to study full time in preparing for a job. (Emphasis on this group helps to assure that wider opportunities will be provided at the post-high-school level for persons who need special training and development of skills at that level, particularly in preparation for highly skilled and technical occupations.)

(2) Construction of area schools.

★ At least 3 percent for ancillary services and activities to improve the quality of vocational education programs.

Research and Training

Each year 10 percent of the funds appropriated for the permanent program will be reserved for the U.S. Commissioner of Education to use in making grants for research and training programs and for experimental, developmental, or pilot programs designed to meet the special vocational education needs of young persons. These programs will give particular attention to the needs of young persons living in economically depressed communities and having academic, socioeconomic, or other handicaps that

BUSINESS AND LABOR SERVICE

prevent them from succeeding in the regular vocational education programs.

The Federal funds reserved for this purpose will be used for grants to pay part of the costs of the programs. The grants will be made to institutions and agencies, which will develop the programs:

Colleges and universities.
Other public or nonprofit agencies and institutions.
State boards of vocational education.
Local education agencies (with the approval of the State board).

The phrase "training program" is a broad one, and the Congress apparently expects it to be given a broad interpretation. Senator Morse, in discussing the conference report on the bill, said that the Senate conferees had agreed to drop the word "leadership" from the phrase, with the understanding that the word "training" could be broadly construed to include "all types of program operations training, including management, administrative, or State leadership training." He also said that it was the Senate conferees' view that the Commissioner of Education would be permitted under this provision to make grants also for short-term institutes at which prominent vocational educators from several States could meet to exchange information and to interpret research findings.

The Four-Year Programs

In addition to the permanent program, the act provides for two experimental 4-year programs that will be new ways of trying to keep young people in school long enough to make them ready to enter the labor force. One will give young people a chance to work at part-time jobs and yet attend school full time; the other will provide both a home and a school for young people who for one reason or another cannot benefit from regular vocational education programs.

Funds for these programs have been authorized for only 4 fiscal years—from 1965 through 1968.

Work-Study Programs

Under a work-study program the young person who needs financial help in order to stay in school will be able to get that help: he will be given part-time employment either

by the local educational agency or by some other public agency or institution. The student must meet certain requirements:

He must have been accepted for enrollment as a full-time students in a vocational education program that meets standards set up by the State and the local school district under the act. Or, if he is already enrolled, he must have a record of good standing and full-time attendance.
He must need the earnings in order to stay in school.
He must be at least 15 years old and no more than 20 at the time he enters the work-study program.
He must be considered capable of maintaining good standing in his vocational education program while he is employed.

Certain limits have also been set on the work, the pay, and other circumstances:

The work may not take more than 15 hours of the student's time in any week his classes are in session.
His pay may not exceed $45 in any month or $350 in any academic year or—if the student lives so far from the school that he cannot commute from his home—$60 and $500, respectively.
The work-study program must be administered by the local educational agency.
To the extent that funds are available, the program must be made reasonably available to all qualified young persons in the area served by the local educational agency.

Each agency that administers a work-study program under this act will be required to keep up its previous expenditures for employment of its students. From sources other than the payments it receives from Federal funds, it must expend each year at least as much as it expended, on the average, for similar work-study programs in each of the 3 fiscal years preceding the year in which its work-study program under this act was approved. It does not matter whether the expendtures in those 3 years were for employment that would be eligible for assistance under the new act.

Residential Schools

The act also calls for the establishment of residential schools, which will be experimental in nature. These will provide vocational education, room, board, and other necessities for certain young persons who at the time of enrollment are at least 15 years old and not over 20. The students, for the most part, will come from crowded slums and home environments that make it virtually impossible for them to obtain an education.

All the costs of these schools, not only of constructing, equipping, and maintaining them but of supporting the students in residence, may be met by grants from the Federal Government. But the schools will be built and administered by those agencies, institutions, and organizations to which the grants are made. The U.S. Commissioner of Education is authorized to make grants to State boards of vocational education, to colleges and universities, and, with the approval of the State board, to public educational agencies, organizations, and institutions. The Commissioner will give special consideration to the needs of large urban areas that have substantial numbers of students out of school and out of work, but he will also aim at an equitable geographical distribution of the schools.

The Commissioner will also determine how much of the funds appropriated for the two 4-year programs will be used for the residential schools. Senator Morse, speaking on the floor of the Senate on December 13, 1963, when the Senate resumed consideration of the House-Senate conference report on the bill, said that the conferees estimated that not more than five of these schools could be built with the funds provided. For each school, he said, they estimated "about $1 million planning money, $5 millio for construction, and $2 million for operation."

The fact that these schools are residential, Mr. Mors said, does not mean that they will be prevented from takin in day students.

Allotments to the States

Funds appropriated for the permanent program and those appropriated for the two 4-year programs will be allotted to States on different bases.

The Permanent Program

Each year 90 percent of the funds appropriated for the permanent program (the other 10 percent is reserved for research and training grants to agencies and institutions) will be allotted among the States on the basis of a computation that takes into account two circumstances in each State: (1) the number of persons in each of the age groups eligible for vocational education and (2) the per capita income.

The Labor Market Is Slow To Buy the Services of the Unskilled

In June 1962 about 1,850,000 boys and girls graduated from high school. Four months later, in October, half of these were enrolled in college and 8 percent were in technical, secretarial, and other special schools. But what of the rest?

> *Of those not in college and in the labor force—that is, working or looking for work—14 percent were unemployed. And of those at work in nonfarm jobs, 10 percent were working only part-time.*

But things were worse for young people of the same age group who had dropped out of school before graduating from high school:

> *Nearly 29 percent of this group—17- to 24-year-olds—were unemployed in October 1962.*

And things will get worse for the dropout in the years ahead, the Labor Department says. Occupations requiring little skill or little education will continue to decline, and the person without at least a high school diploma will have increasing difficulty in finding a job.—The data above are from the U.S. Department of Labor, *Monthly Labor Review*, July 1963.

If the Commissioner finds that a State will not need or be able to use all of its allotment in carrying out its plan for the year, he can, from time to time during the year, reallot the excess funds to other States in proportion to their original allotments. He will, however, reduce the funds reallotted to any State if they raise that State's total above what it needs and can use under its plan for the year. And he will reallot the funds he obtains from such reductions to States that do need the funds.

The Four-Year Programs

Of the two types of 4-year programs, only the work-study programs will be supported under allotments to the States. The residential schools will be supported by grants to State boards, colleges, etc.

Since the work-study programs are limited to persons who, at the time they enter the program, are no less than 15 years old and no more than 20, each State's allotment will be based on the size of its population in this age group.

The act authorizes no appropriation specifically for work-study programs. Instead, it makes the U.S. Commissioner of Education responsible for determining what

portion of the appropriation for residential schools and work-study programs will be used for work-study programs.

If in any of the 4 fiscal years specified for work-study programs, the Commissioner finds that a particular State has a larger allotment than it needs for carrying out its plan for these programs, he may from time to time make the extra amount available for reallotment to other States, in the same proportion as they received their original allotments.

Any amount a State receives under a reallotment becomes part of its allotment for the year.

Payments to the States

The Permanent Program

The Commissioner will make payments to the States in advance on the basis of estimates, and will make them in installments from time to time so that the States will have the money in reasonable time for meeting their expenditures.

Beginning in fiscal year 1965 each State must match, in State or local funds, the Federal funds it has allocated in its plan for each of the purposes set forth under the act. What is more, each State must use a certain percentage of its total allotment either for construction of area vocational schools or for vocational education for persons who have graduated from high school or dropped out before graduation and are available for full-time study in preparing for a job—or for *both* of these purposes (see the paragraph on distribution of funds under the permanent program). This requirement applies to all fiscal years, including 1964.

Work-Study Programs

For the first 2 years in which the work-study programs under the act are in effect—fiscal years 1965 and 1966—the Federal payments to each State will take care of all that the State spends under its approved plan for compensating students employed in work-study programs. In addition, the payments will contribute something toward the State's expenditures for developing and administering its plan—either 1 percent of the State's allotment for work-study programs or $10,000, whichever is greater.

For fiscal years 1967 and 1968 the Federal payments will take care of 75 percent of the State's expenditures.

No State will receive more Federal money for any fiscal year than the amount allotted to it for that year.

Like the payments under the permanent program, the payments for work-study programs will be made in advance, on the basis of estimates, and in installments.

State Plans

To be eligible for participation in the programs provided for in the act, each State must submit a plan—a *plan* for participating in the permanent program and a *supplementary plan* for participating in the work-study program. The plans must be submitted, through the State board of vocational education, to the U.S. Commissioner of Education.

For the Permanent Program

The plan for the permanent program must do these things:

(1) Designate the State board as the sole administrator of the plan or as the supervisor of the administration of the plan by local educational agencies. If, however, this board includes no members who are familiar with the vocational education needs of labor and management in the State and no members who are representatives of junior colleges, technical institutes, or other institutions of higher education which offer vocational education courses, the plan must designate a State advisory council which does include members with these qualifications.

(2) Set forth the policies and procedures the State will follow in allocating its allotment among the various uses specified under the permanent program and in allocating Federal funds to local educational agencies. These policies and procedures will insure that local vocational education programs will be evaluated periodically and the results considered in the light of manpower needs and job opportunities; they will also insure that Federal funds will be used to supplement, not supplant, State and local funds.

(3) Set minimum qualifications for teachers, teacher trainers, supervisors, and others responsible under the plan.

(4) Provide for cooperative arrangements with public employment offices in the State. The employment offices

would give State and local educational agencies the information they need in counseling students and in deciding what occupations to train students for; in turn, educational agencies would give the employment offices the information they need in counseling and placing persons trained under vocational programs.

(5) Describe procedures for disbursing and accounting for funds.

(6) Obligate the State to comply, on construction projects, with labor standards under the Davis-Bacon Act.

(7) Obligate the State to make the reports the Commissioner needs in administering the act and to give him access to State records if he finds it necessary to verify the accuracy of the reports.

If the State plan meets all these conditions satisfactorily the Commissioner will approve it; if it does not, he must give the State board reasonable notice and an opportunity for a hearing before he disapproves it. Moreover, any time he finds that a State plan has been so changed that it no longer complies with the provisions of the act, or that in the way the plan is being administered there is a failure to comply with any of the requirements of the act, he will notify the State board that payments will be stopped until it does comply or that payments will be made only for programs meeting requirements. But a State board that is dissatisfied with the Commissioner's action may appeal: within 60 days after receiving his notice it may file a petition with the U.S. Court of Appeals in its circuit. The judgment of the court will be final, subject to review by the U.S. Supreme Court.

Supplementary Plan

The plan which a State submits for its work-study programs will be *supplementary* to its plan for participating in the permanent program. That is to say, the State must have *in effect* a plan for the permanent program before it submits its supplementary plan for work-study programs. The supplementary plan must—

(1) Designate the State board as the sole agency for administering the supplementary plan, or as the sole agency for supervising the administration of the plan by local educational agencies.

(2) Set forth the practices and procedures to be followed by the State in approving work-study programs. These will require the State to use all of the Federal funds it receives for work-study programs to compensate the students employed

under them. Only one exception is permissible: 1 percent of the State's allotment for this purpose—or $10,000 if that is greater—may be used to pay the cost of developing the State's supplementary plan and the cost of administering it after it has been approved.

(3) Set forth the principles for determining the priority to be given applications from local educational agencies. The principles must give preference to applications coming from communities where there are large numbers of young persons out of school and out of work.

(4) Set forth such procedures as may be necessary to assure that Federal funds are properly disbursed and accounted for.

(5) Provide for making reports to the U.S. Commissioner of Education, for keeping records, and for making those records accessible to the Commissioner.

In matters pertaining to the Commissioner's approval or disapproval, and the State's right to contest his action, the supplementary plans will be subject to the same regulations as the plans for the permanent program.

Amendments of Earlier Acts

The new act does not put an end to the former vocational education acts. The Smith-Hughes Act, which provides a permanent authorization for annual appropriations of $3 million for vocational education in agriculture, $3 million for trades and industry and home economics, and $1 million for the training of teachers in these fields, is still in effect. So is the George-Barden Act, which authorizes an annual total of $48.9 million to be divided in specified amounts among agriculture, distributive occupations, home economics, trade and industry, the fishery trades, practical nursing, and technical fields.

An End to Rigid Barriers

Though the new act does not remove the rigid vocational categories established in these two acts, it does relax them. For one thing, it interprets the categories broadly. And, to all intents and purposes, it makes it possible for the States to break down the categories altogether.

The new act permits any State to take any portion of any amount allotted to it for any purpose under the Smith-Hughes and George-Barden Acts and to transfer it to one or more of its other allotments under these acts. The State may even transfer it to one of its allotments under the permanent program of the new act. All that a State

needs to do to make these transfers is to request the approval of the U.S. Commissioner of Education and to show to his satisfaction that the transfer will improve the vocational program as a whole.

An End to Narrow Definitions

The new act not only makes possible the transfer of allotments among the various categories in the old acts but broadens some of the categories.

Agriculture.—Vocational education in agriculture is broadened so that it no longer is limited to preparation of persons "to enter upon the work of the farm or of the farm home." Now it includes education in any occupation involving knowledge and skills in agriculture. Under this category the schools may now prepare persons to work as managers of grain elevators, as sheep shearers, food processors, or in other occupations related to agriculture. Students no longer will be required, as they were formerly, to have supervised or directed practice on a farm.

Home economics.—Any amounts allotted for home economics under the Smith-Hughes and George-Barden Acts may be used to train persons for gainful employment in any occupation requiring knowledge and skills in home economics subjects; for example, for such jobs as managers of motels or of convalescent homes. But after June 30, 1965, a State must use at least 10 percent of its annual allotment for home economics under these acts for training for gainful occupations, or it must transfer the 10 percent to another allotment.

Distributive education.—Under the George-Barden Act, distributive education courses were conducted only in extension classes—day or evening—and part-time high school courses and were available only to adults and secondary school students who were employed at least 15 hours a week in distributive occupations. Under the new act, a State may use any of its annual allotment for distributive education for the vocational education of any person who is over 14 years old and who is working ir *or is preparing to work in* a distributive occupation. The education need not be provided in part-time or evening classes. This means that a student may take his training during regular school hours and complete it before he goes to work.

Trade and industry.—A State may use its annual allotment for trade and industrial education for schools and classes which conduct preemployment training for persons

who are 14 years old and over and in school and which fits them for gainful employment in trade or industrial occupations. If the training is for a single-skilled or semiskilled occupation, classes may be held for less than 3 hours a day, and less than 9 months. Classes are no longer required to spend half their time in practical work on a useful or productive basis, nor are States any longer required to spend one-third of their allotment on part-time schools and classes for workers who are already employed.

Two Programs Made Permanent

Other amendments to the old vocational acts make practical nurse training and area vocational schools permanent programs. The practical nurse program, which is provided for in title II of the George-Barden Act, was established in 1956 by Public Law 84–911; it was authorized to last for 9 fiscal years, beginning in 1957, and would have expired June 30, 1965. The area vocational education programs, now called technical education programs, were established by the National Defense Education Act in 1958 as title III of the George-Barden Act.

Labor Standards

States must require contractors and subcontractors on construction projects using funds under this act to pay their laborers and mechanics at rates not less than those being paid on similar construction jobs in the community and to meet the conditions of the Contract Work Hours Standards Act. The minimum wage rates will be those determined by the Secretary of Labor.

National Advisory Bodies

The new act establishes a 16-member advisory committee on vocational education to advise the U.S. Commissioner of Education on general regulations, policies for the administration of the act, policies and procedures for approving State plans and research and training programs. No more than six members may be professional educators.

In 1966 the Secretary of Health, Education, and Welfare will appoint an advisory council to review the administration of the vocational education acts and make

recommendations for improving them. The council, to be made up of persons who understand vocational education and the needs of labor and management, will submit its report by January 1, 1968. In the years following, the Secretary will appoint new councils at regular intervals to advise him.

Jobs are changing: workers, too, must change

The decade just past, 1953 to 1962, saw a decline of nearly 1 million in the number of jobs held by workers whose median educational attainment was less than 9 years of schooling. But other jobs increased; and the ones that increased the fastest were the ones in which workers had the highest educational attainment:

Median educational attainment	Number (in thousands) employed		Percent change
	1953	1962	
Less than 9 years	11, 730	10, 766	−8. 2
9 to 12 years	26, 434	27, 180	+2. 8
12 to 16 years	18, 166	21, 861	+20. 3
16 years and over	5, 448	8, 040	+47. 6

Source: U.S. Department of Labor, *Manpower Report of the President*, March 1963.

Important Years for Vocational Education

Acts of Congress

1917. Smith-Hughes Act. Provides annual grant of $7.2 million to the States: $3 million for agricultural training, $3 million for trade and industrial and home economics education, $1 million for teacher training, and the rest for Federal costs of administering the act.

1946. George-Barden Act. Authorizes annual appropriation of $28.5 million to be divided among the same categories as in the Smith-Hughes Act, with the addition of education for distributive occupations.

1956. Public Law 84–1027. Adds the fishery trades and industries to the vocational categories in the George-Barden Act. Authorizes an annual appropriation of $375,000 for vocational education in those trades and industries and in the distributive occupations.

1956. The Health Amendments Act of 1956. Amends the George-Barden Act by adding title II, which specifies practical nurse training for inclusion under the act. Authorizes $5 million a year. The title was originally for 5 years but in 1961 it was extended to June 30, 1965, and now has been made permanent.

1958. The National Defense Education Act, title VIII. Amends the George-Barden Act by adding title III. Authorizes $15 million a year to train highly skilled technicians. The title was originally for 4 years, but it was sub-

sequently extended to June 30, 1964, and now has been made permanent.

1961. Area Redevelopment Act (ARA). Provides for training or retraining unemployed or underemployed persons in redevelopment areas. Authorizes $4.5 million a year until 1965 for training costs.

1962. Manpower Development and Training Act. Authorizes a total of $951 million for a 4-year program (the act was originally for 3 years but has been extended through a fourth) of training similar to that under ARA, but broader and not limited to redevelopment areas. Both this act and ARA provide for training allowances to unemployed workers in training.

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